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ABSTRACT

Based on the premise that there is substantial correlation between the goals and objectives of career education and experiential education (learning activities outside the normal classroom), four themes are developed: A typology of experiential education and community involvement practices, an overview of selected exemplary experiential education and community involvement practices and programs, critical issues of experiential education as they relate to career education, and recommendations for Federal activity to enhance experiential education as it relates to career education. Major types of experiential education discussed are cooperative education, internships (preprofessional and general education), field experience, cross cultural field experience, policy research experiences, and national youth service. Critical issues are discussed and provide the rationale for the recommendations made. These issues are (1) academic issues involving the effectiveness of academic supervision, awarding academic credit, appropriate compensation for faculty who supervise students, and the appropriateness of financial compensation for students participating in experiential education activities, (2) limited opportunities and the world of work, and (3) the disadvantaged student. There are 20 recommendations presented, and a bibliography is included. (TA)

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EXPERIENTIAL EDUCATION AND COMMUNITY INVOLVEMENT PRACTICES AT THE POSTSECONDARY LEVEL: IMPLICATIONS FOR CAREER EDUCATION

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Preface

This paper is based on the premise that there is substantial correlation between the goals and objectives of career education and experiential education. Because of this premise, the paper does not attempt to prove this interrelatedness, but pursues four other themes:

- It provides a typology of experiential education and community involvement practices.
- It presents an overview of selected exemplary experiential education and community involvement practices and programs.
- It identifies the critical issues of experiential education as they relate to career education.
- It makes recommendations for federal activity to enhance experiential education as it relates to career education.

I.

A Typology for Experiential Education

Introduction

All learning is an experience, or "experiential," but recently the expression "experiential education" has come to be used for a number of formalized learning activities outside the classroom. In this study, "experiential education" means learning activities outside the normal classroom, with learning objectives planned and articulated in advance, involving activity that is meaningful and real and on the same level as that of non-students in the same non-classroom environment, in which the learner has the assistance of another person (most often a faculty advisor) in reflecting upon the implications of the activity. Numerous other terms and expressions have also been used to describe specialized types of experiential education. These include service-learning internships, internships, cooperative education, educational practica, field experience, field study, preceptorships, clinical experiences, student teaching, work-learning, and work-study.

A typology for experiential education presents obvious problems. The most important of these is that definitions often prescribe artificial limits. Historically, these limits have confused rather than clarified the nature of experiential education. For example, it is often said that internships are a formal and structured device for providing on-the-job-experience for preprofessional students. Yet this definition does ignore internships which are frequently a part of the

non-professional undergraduate programs, and often for students in a liberal arts programs. As another example, it is often said that cooperative education provides alternatiing periods of work and learning related to the student's academic program, designed to give the student practical experience and financial remuneration. However, this definition ignores the fact that many programs called "cooperative education" utilize a more flexible schedule, do not provide financial compensation, and are integrated to the student's academic program through academic credit.

With this caveat the following typology is offered to illustrate the range and variety of experiential education. The activities in the typology have important similarities. They are all based on the proposition that individuals learn in a variety of ways, that learning takes place in many forms, and that learning continues throughout one's life. They share the common belief that some individuals learn most effectively through real activity, in some cases structured work experience or in other cases less structured "field study," such as archaeological digs or travel. They assume that young people profit from contact with adults and most often place students under the supervision of an adult, presumably with proficiency in the student's field of interest. And all assume that work activity bears some relevance to the student's academic program in a broad sense, and either award academic credit or, as is the case in many cooperative education programs, provide university or college support in finding the learning activity. All of them foster independent learning and the belief that in many cases individuals

learn best by finding out things for themselves. Finally, although it is not often explicitly identified in the literature, all assume that experiential activities are important for career purposes--selection, preparation, effectiveness or satisfaction are the most commonly desired career outcomes.

There are other characteristics which apply to some types of experiential education but not to others. In Sections II and III we will discuss the significance of this condition. For now, the reader might note that the types of experiential education vary considerably in the financial rewards the student might hope to gain. They vary also in their relationship to the development of career related skills or attitudes toward a particular career. They vary considerably in their relationship to and integration with the academic process; many of these activities are undertaken for considerable amounts of academic credit, varying considerably in the length of time involved and in the amount of supervision provided by faculty or other staff.

Experiential education as a field has been changing rapidly in recent years. Historically best known are student teaching and practica in professional programs. But today activity has expanded into the liberal arts as well. We have examined programs designed to train individuals in the performance of their chosen professional area of endeavor, as well as programs integrating experiential education into the liberal arts to explore broad ethical and moral questions which have always been the underpinning for undergraduate education.

The term "experiential education" is used here as an alternative to the term "experiential learning." Recent usage has developed a specific meaning for "experiential learning" which is not within the perview of the study. In this usage "experiential learning" has come to identify learning attained through experience prior to enrollment in an academic program, through life activities, job, or community involvement. In this case the new student's prior experience is assessed and evaluated by an academic institution, translated into academic credit, related to an individualized academic program, and integrated into the student's total academic package. It is learning that has occurred prior to the formal "educational" experience (although it may have been educational) and hence has not been planned and articulated by the student and/or faculty member prior to undertaking the experience.

(Some of the confusion over "experiential education" and "experiential learning" has been created by the highly visible project for the Cooperative Assessment of Experiential Learning of the Educational Testing Service. The CAEL project has explored assessment of all types of experiential learning activities divided into "non-sponsored experiential learning" and "sponsored experiential learning" but has concentrated on "non-sponsored" or prior experience.)

For purposes of this study this distinction between experiential education, which is an on-going and structured part of the student's educational program, and experiential learning, which takes place prior to the student's involvement in the educational institution, is important. In this study we consider what

educational institutions can do to facilitate the career potential of their students through experiential education. For the most part we must assume that these students have not been involved in some other "career" before entering the educational institution. If, on the contrary, the student has had significant involvement in career related activities before entering, a completely different approach to the study, different premises, different research, and different conclusions would be demanded.

The Typology

As indicated above efforts to categorize different types of experiential education are potentially more confusing than enlightening. More than any other factor, however, the tendency of educational institutions to label programs with a particular descriptive name for internal political designs or external funding purposes has led to this confusion of names. As an example, a well known experimental college with a broad and flexible experiential education program involving internships, cooperative education, cross culture experiences, travel, and field research, calls their program "Cooperative Education" to comply with federal funding requirements. Nevertheless, below are descriptions of the major types of experiential education currently in use today.

Cooperative Education

Approximately 380 post-secondary institutions in the United States receive funding for cooperative education programs under Title IV-D (Cooperative Education) and approximately 600 more conduct cooperative education programs without

federal support. Traditionally, cooperative education places students in alternating periods of work and study for purposes of assisting them in relating to the world of work (largely in the private sector) and increasing their financial resources. Traditionally, most cooperative education programs, utilizing alternating semesters or quarter of work and education, require five years for an undergraduate degree. More recently cooperative education programs have been investigating academic credit and supervision; about half of the traditional programs award some credit.

While the above description generally applies to the way cooperative education operates, intellectually the field is expanding its horizons. The official definition of co-op from the Cooperative Education Association says it is a process "which formally integrates education with work experience," "often" in alternating periods. "Through the interaction of study and work experience the student enhances academic knowledge, personal development, and professional preparation."

Co-op is closely related to career objectives. Generally, students who have entered a career preparatory academic program work directly in their chosen field, either to sharpen skills and abilities so they will become more employable or to focus their personal interests within the career field.

Internships (Preprofessional)

The term "internship" has often been used to describe an intensive involvement in an agency or institution by a student planning for a profession in that area. While the medical internship is not germane to this report, it serves as the origin

of the expression. A better example would be that of students studying public administration, public management, or perhaps political science, who serve for one semester in a public agency under a "mentor" responsible for initiating them into the intricacies of management. In this situation the student is most often assigned a specific project or even general administrative responsibilities, and is expected to carry out tasks at the same level as a professional in the field. The financial implications of the internship are often inconsequential.

Students serving internships generally receive academic credit and some receive financial compensation. But the primary purpose of the internship is to prepare a student for a chosen career with more flexibility and in less time than cooperative education's alternating periods of work. Most often an intern is in the last years of formal education, but schools debate heavily over whether the internship should come early in the last years or at the very end of the educational experience. Interns most often have a faculty supervisor who meets with them regularly, frequently evaluates a paper, and analyses the internship experience. It is often argued that internships are related to careers not only as preparation of professionals but by permitting the student to decide whether a career is appropriate or which aspect of a broad career area is most attractive.

Since many state government agencies, legislatures, local governments, and the federal government provide work experiences for students generally called "internship" programs, this preprofessional model is not always applied strictly. For example, the term may apply to the liberal arts student who wants to learn about politics but does not anticipate a career in politics.

Other expressions often used to describe similar activities are educational practica, residencies, or work-experiences. Although these expressions often carry specific connotations at individual institutions they are also often used interchangeably with "internship." For our purposes they do not merit separate description in a typology.

Internships (General Education)

Since the mid-60s there has been a strong trend toward internships in a broad range of academic fields not directly related to preparation for a particular career. The term service-learning internship is often used to identify these activities. Developed by Donald J. Eberly, the term service-learning calls for the merger of service to fellow man with education and argues that through this integration one gains self-knowledge and an understanding of society. The federal ACTION agency, through the University Year for ACTION programs and the National Student Volunteer Program, has begun to use the expression "service-learning internships" as an alternative to "volunteer."

General education internships most often attract students in the liberal arts, and sometimes students who construct an experience in a field unrelated either to their career goals or their academic major. Good examples of these kinds of internships are state legislative internship programs and internships with federal agencies and non-profit organizations in Washington, D.C. For example, a political science student might undertake an internship in Washington with a lobby group for the corporate community.

The learning objectives of the internship might be quite broad, including an investigation of the legislative process with a focus on lobbying, an analysis of the key economic issue affecting the private sector, and the ability to make contacts with national figures and generally "experience" Washington. It is assumed that such experiences are advantageous to students when they seek regular employment.

All internships in this category do not necessarily imply "service" if defined strictly as social service or volunteerism. Most, however, do involve work in the community with government or with non-profit agencies, ranging from organizations such as the Chamber of Commerce to public social service agencies. Consequently the expression "service-learning internships" is often used for particular types of activity of a more altruistic type than a standard "internship."

Field Experience

This expression is gradually evolving into a broad description, similar to "experiential education," as in the Society for Field Experience Education (which serves administrators, faculty and students interested in cooperative education, internships, and other work related experiences). Most often, however, field experience tends to identify activities undertaken by the student outside of the classroom but not necessarily entailing work for an agency or other organization. In other words, field experiences might be "field based" independent study, field research, travel, or other activities undertaken independently by one student or group of students. Although

these activities may be related to a student's career or professional objectives, (for example field experiences undertaken by students in anthropology, archaeology, and sociology) most often the expression refers to experiences designed for broad academic development, personal growth, the development of competencies, or simply exposure to unfamiliar populations or geography. Field experiences are most often devised between student and faculty member with pre-defined learning objectives and academic credit is awarded; financial compensation is rare.

Cross Cultural Field Experience

The cross cultural field experience is distinguished from others primarily because of its objectives -- to assist the student in understanding and empathizing with a culture or subculture different from the one in which he has primary experience. In such activities a student "involves himself in another culture or sub-culture of his own society in a deep and significant way, either as a temporary member of a family, a worker in that society, or as a volunteer in a social agency, with the intention, as a participant/observer, of learning as much as he can about that culture and his own." (Duley; page 13.) Often cross cultural experiences focus on value development and broad academic objectives and are undertaken for academic credit with the supervision of a faculty member. There is no requirement that these experiences be related to the student's career development, although it is likely that potential for effective career choice and personal satisfaction will be enhanced.

Policy Research Experiences

The policy research program is an interesting example of an effort to tightly structure the relationships between academic and work experiences. Such programs involve a group of students in researching or investigating an issue of particular importance to a community or institution. Under the close supervision of a faculty member, (often directly related to a class or seminar) policy research students conduct field research without being placed directly in "work" roles in an organization. The policy research model stresses the "participant/observer mode" as do the above, but in essence takes a more traditional view of the observer as one who is not so involved in daily activities as to lose objectivity. Policy research activities can be related to career choice, but most often are more strictly academic in purpose; students rarely receive financial compensation for these activities.

National Youth Service

Growing out of a number of circumstances, including the heritage of New Deal programs like the Civilian Conservation Corps, high unemployment among youth, apparent decline in interest in the community service, and alienation, the concept of national youth service has recently been revived. Specifically, a proposal has been made by the Eleanor Roosevelt Institute for a national youth service program which would involve large numbers of young people (ages 16 to 25) in community service and relieve youth unemployment. With a modest stipend students would be assigned to community agencies or could develop their own projects. Perhaps the best know example of this

type of program, although not likely to be adopted in the United States, is the Canadian Opportunities for Youth program. This program provides modest grants to individuals or groups of young people to undertake personally determined projects in their own communities with a minimum of supervision.

While National Youth Service has not developed strong arguments either for career development (as opposed to providing jobs) or for academic implications, such programs have clear potential in both areas. At this point the central question is whether or not such a program could be designed with the flexibility required to effect more than one or two objectives(i.e. unemployment and service needs alone).

Summary

Other types of activities would generally fall under the broad types above. For example, many students undertake volunteer activities with the primary objective of serving the community but also with career or academically related objectives. The same is true of other kinds of social and political action, such as involvement in community action agencies or in political campaigns. Another expression which would perhaps fit under several of the types above would be "work-learning," an expression used in recent years by Berea College. "Work-learning" stresses the work ethic and the importance of the work supervisor (as opposed to academic) in the educative process. "Student teaching," one of the oldest forms of experiential education, is similar to internships, practica, and field experience activities

mentioned above, but designed for a specific student population and for specific career development and professional objectives.

To explain the interrelationships between the above types it is useful to compare characteristics and objectives of various programs. All of these activities have some characteristics in common and other characteristics unique to themselves. The following chart lists the objectives of the types of experiential education activities listed above and rates characteristics on a scale of 1 to 10 (1 - never an objective; 10 - always an objective). These characteristics were not determined by a systematic survey of such programs across the nation, but instead are the personal judgments of the author based on experience with all types of programs over a number of years. While individuals associated with these types of experiential education might object to this categorization, it is the author's conviction that a systematic survey (which would be extremely difficult and costly to undertake) would not yield substantially different results. From the chart it becomes obvious that internships (preprofessional and general education) are designed to accomplish the broadest range of objectives with both strong academic and career related components. The other programs tend to concentrate on either the academic or career related aspects. Cooperative education, for example, while having a strong career related and financial compensation component does not stress academic objectives. Field experience, cross cultural experience, policy research, with a strong academic component, are not always closely related to career objectives. The implications of these

conclusions will be pursued in the next section.

Objectives of Experiential Education Types

	strong academic objectives	general academic objectives	vocational academic objectives	academic supervision	financial compensation	volunteer - community service	real work performed	career relatedness	career preparation objectives	career exploration	personal awareness objectives	cultural objectives	Total
Cooperative Education	3	3	10	3	10	1	10	8	9	3	5	1	67
Internship - (preprofessional	10	3	10	10	7	5	10	8	9	5	5	1	83
Internship - (general education)	10	9	5	10	5	5	10	5	5	7	7	5	83
Field Experience	10	9	3	10	2	5	3	3	2	3	8	7	65
Cross Cultural	9	9	3	7	1	5	5	3	3	2	9	9	65
Policy Research	10	8	5	10	1	5	6	5	3	3	3	3	62
National Youth Service	3	1	3	3	8	2	10	5	3	5	5	5	53

1 - never an objective
3 - infrequently an objective
5 - sometimes an objective
7 - most often an objective
10 - always an objective

II.

Exemplary Activities

Introduction

The striking thing about experiential education has been its growth over the last several years. From all directions--educational institutions, units of government, community service agencies, and various other non-profit organizations--interest in experiential education has become clear and aggressive.

This would not be news if it weren't for a corresponding boom in public attention for these activities. What's different now is that the higher education media, such as the Chronicle of Higher Education and Change magazine, have discovered experiential education. For the general public, the reader of the local newspaper can find James Reston calling for "new looks at education and work" (a column on The Boundless Resource) or nationally syndicated journalists writing about "universal youth service--an idea whose time has come." Nationally visible institutions, such as the National Manpower Institute and the Educational Testing Service, and trend shaping funding sources such as the Fund for Improvement in Post Secondary Education and the Lilly Endowment, have also focused on the issue.

This needed attention, taken together, has highlighted one simple point: the uses of a relatively traditional educational process, experiential education, are extremely diverse. As a pedagogical process, experiential education has a wide variety of applications which have yet to be extensively considered.

Although it is impossible to tell how many of the 2500 institutions of post-secondary education in the United States have systematic experiential education programs, there is every

reason to conclude that there are a large number and that many are moving in that direction. We know, for example, that this has been the case with cooperative education. The Cooperative Education Research Center, which conducts an annual survey of cooperative education programs, concludes that there are 1030 cooperative education programs in the United States. Two other organizations, created only in 1971, the National Center for Public Service Internship Programs and the Society for Field Experience Education, also demonstrate the growth of interest through their success in attracting members. The National Center, which has a Washington office and produces newsletters and other publications designed to promote and develop experiential education and internships, has approximately 400 members, including about 150 institutions. For the National Center, university placement and guidance personnel have been the latest source of new members. The Society for Field Experience Education, a professional association which hosts an annual conference on experiential education, has a membership of approximately 300 individuals and attracts between 300 and 500 people to its annual meetings. The most recently developed organization activity in this area, the Cooperative Assessment of Experiential Learning (CAEL), has 240 institutional memberships at a sizable membership fee of $250. All three of these organizations have seen a boom in membership and inquiries about their activities in the last two years.

Approximately 25 states have some type of state sponsored internship program. Approximately half of these programs have been developed in the last six years. Plans are now under way

in a number of other states for broad-ranging, state-wide experiential education or youth service programs which go beyond the standard state internship program. Municipalities across the nation are beginning to develop internships in local government to draw upon talented manpower in their local educational institutions, and the National League of Cities/U.S. Conference of Mayors has responded favorably to this growth with technical assistance and workshops. While internships in Washington, D.C., with federal agencies, non-profit organizations, or the United States Congress have always been popular, the demand for these has escalated in recent years. The successes of the newly created Washington Center for Learning Alternatives, which provides placements, housing and seminars for Washington-bound students has attracted several hundred students to its fledgling program. The publishers of the National Center for Public Service Internship Programs "Directory of Washington Internships Opportunities" have found that advertisements in national publications sell thousands of this booklet.

The creation of the University Year for ACTION program in 1971, although supporting a relatively small number of institutionally based programs (approximately 50 each year) has also stimulated the growth of community service-learning opportunities. Through University Year for ACTION, the only federally sponsored program specifically designed to accomplish experiential education objectives, many institutions have moved toward broadly focused programs.

Although limited research is available, it is clear that a substantial number of young people are undertaking various out-of-the-classroom learning activities. Studies conducted in the early '70s by the North Carolina Internship Office and in 1975 by the Kentucky Council on Public Higher Education determined that approximately 25,000 students in each of these states undertake some kind of educational activities in the community. An earlier study, "American Youth in the Mid-seventies" determined that if properly approached, "some four million young people could be employed full-time for one year in action-learning programs, or that almost every one of the 22 million young Americans 15 through 20 could be employed for over three hours per week." (Havighurst, Graham and Eberly; page 22.)

Despite this growth, the recommendations made by various national commissions and in this paper call for an expansion of opportunities for young people. This need is manifest because opportunities are still not available for all young people who might benefit from them, and because a large number of activities undertaken by students are tightly related to specific vocational programs. In the Kentucky survey above only about 5% of the activities were of a non-vocational nature, or, in other words, designed for liberal arts students or for general career exploration, personal development, or career choice.

Exemplary Activities

Corresponding to the activities discussed in the typology above, several programs provide examples of forward looking and

effective experiential education. While the programs below are not the only appropriate examples, and they are not mentioned because they are the best activities, they have addressed important issues effectively.

Cooperative Education

The cooperative education program at American University, while not one of the older programs and not in the traditional mold, is a useful example because of its innovative qualities. Basically, American University's cooperative education program emphasizes the liberal arts, although it deals with all the academic disciplines with the exception of law and nursing. The program is designed primarily to meet the liberal arts goals of particular academic disciplines, but it also encourages students to investigate and experiment with careers.

Students can work full time a semester and earn approximately two credit units (or about one half of a full credit load), taking up to a maximum of four credit units during their academic career. Students usually undertake two field experiences and therefore the program is considered an "alternating" cooperative education program, although some students simply undertake the experience for one semester. Because of specific cooperative education agreements with federal agencies students who "co-op" in these agencies must complete a minimum of two semesters.

In addition to an Office of Cooperative Education, nine coordinators in academic disciplines approve each placement.

These coordinators help students develop "learning objective forms" to validate their academic credit. Unlike many other cooperative education programs, a large number of co-op students at American University work with non-profit organizations. Consequently, students eligible for college work-study assistance participate in the cooperative education program; work-study funds are used to pay 80% of the stipend in these non-profit agencies.

The program provides career counseling through the staff of the cooperative education office but has not developed career exploration or preparation as a primary focus. Some students, in areas such as accounting, who know clearly what they expect to do in their careers, undertake co-op for career purposes. Others work with the university's Career Development Center and participate in workshops dealing with the job exploration, resume writing, and aspects of the job search process.

Internships (Preprofessional)

The School of Public and Environmental Affairs at Indiana University operates both graduate and undergraduate programs in public administration, but probably has the largest undergraduate public administration program in the nation. In graduate level public administration education internships are well established. Approximately three quarters of the nation's graduate public administration programs have some type of preprofessional internship activity and approximately 40% require the internship.

In the School of Public and Environmental Affairs there are approximately 350 full-time undergraduates. The program is four years old and at this point approximately 10% of their students participate in a preprofessional internship. This number is growing. The program seeks out professional experiences in specific areas of study. A student specializing in personnel, for example, might work with a personnel department; a student in finance might work in a budget office; or a student interested in environmental management might intern with a local or state environmental planning commission. The program does not concern itself with multi-disciplinary placements or with career exploration, since most of its students have firm career expectations and aspirations.

Students earn six hours or academic credit (approximately 40% of a semester's academic load) for a full time internship and can earn up to 15 hours of credit during their undergraduate careers. The staff of the "Center for Public Affairs Service-Learning" at the university assists in finding placements and provides supervision. Students also develop learning contracts with individual faculty members.

Additional career counseling activities are minimal since it is assumed that the student has focused in on a career.

In design this program is similar to others in similar fields, such as social work, education, educational administration, architecture, or accounting. These programs vary in the amount of academic supervision provided, the amount of time and

academic credit involved, and the nature of related academic programs.

Internship (General Education)

In an effort to demonstrate the effectiveness of experiential education to traditional liberal arts faculty, the University of Kentucky Office for Experiential Education has developed an experiential program exploring the ethics and values of decision making in the public sector. The program is based on the premise that a central objective of liberal arts instruction is to develop citizens who can operate from a soundly developed philosophy of ethics and values. From this institutional objective, it is suggested that traditional instruction in liberal arts, (interaction with faculty through lectures, reading materials, and discussions) may not always be the most effective means of instruction; many students may not be able to grasp general ethical concepts from their limited base of experience. Consequently, the program confronts students with the decision making process in public life so they can analyze, among other things, the values inherent in these decisions.

Each student in the program (funded by the Lilly Endowment) undertakes a one semester internship in a public agency of their choice. These activities range from a local planning board, to working with a member of a city council, to work with a social services agency. Concurrent with the internships all students participate in a broadly conceived, humanistic seminar taught by a team of faculty members drawn from the fields of political

science, philosophy, and educational psychology. In the seminar students are expected to draw upon observations from their work for discussion and to reach conclusions about the lasting implications of the activities they have observed. The program relies heavily on personal development as an aim of education, and consequently utilizes evaluative processes designed to assess developmental changes in the students during the course of a semester.

The program is related to the career and personal objectives of some students and to the academic aspirations of others. For example, for students in professional fields such as architecture or social work, the internship provides the necessary pre-professional practicum experience and the reflective component provides an interesting excursion into liberal arts. On the other hand, students in the fields of philosophy, sociology, or English also participate in the program; the internship provides an exposure to an occupational field but the primary objective is satisfying their interests in the ethical questions. But the objective of the program is to satisfy both of these needs. It is assumed that preparation for careers, if approached narrowly, is not the sole purpose of the educational institution. However, the preparation for careers defined broadly, involving an interaction of job and work and leisure time and commitment to community, is the ultimate purpose of the institution. (Hofer, Sexton, Yanarella; pages 177-183.)

Cross-Cultural Experience

An interesting example of a sophisticated cross cultural

program is the "cross cultural field study" program of Justin Morrill College, Michigan State University. In the "field study program" students in this liberal arts institution are required to spend one term off campus in a learning experience of their own choosing. Students generally choose from three types of experiences: cross cultural learning, where they involve themselves in other cultures or sub-cultures; proprofessional experiences, where they test professions through field study experiences in areas such as social work, team teaching, law, or medicine; and social action involvement, where they design experiences which give them the opportunity to work for social change.

Of importance here is the cross cultural program. Students participating in cross-cultural experiences are expected to develop a number of skills: information source development, or the ability to use many information sources within the social environment; cultural understanding, an awareness of the structures and values and attitudes of people of another culture; interpersonal communication, the ability "not only to listen well and speak clearly but also to be sensitive to non-verbal communication, such as messages available from physical movements facial expressions, and the quality of face to face encounter,"; commitments to persons in relationships; the ability to become involved deeply with other people; decision making; self-understanding; self-reliance; and written communication skills. The essence of instruction in the cross cultural experience is the use of the "critical incident technique" for gathering information concerning the behavior of

oneself and of others. Each student is required to participate in a six week pre-seminar prior to the field study, designed to improve the student's skills in making and recording observations, critical incident writing, and keeping journals. In this program most students undertake their field work during the summer, although they can do it during the regular semester. Sixty percent of the Justin Morrill students do their field work in foreign countries. (Duley; pages 13-22.)

As reported by observers of this program the following types of activities are undertaken: "One student visited and lived in abandoned World War II incarceration camps in California, interviewed former inmates and compiled his findings and reflections into a book to be published. Another student lived, worked, and studied for two months in a California desert--a scientific research project. A young woman spent a term touring and acting with a west coast theatre group. A young man lived with and observed the Amish as a means of getting background material for the project he designed. Another young man established, edited and published a newspaper for a religious organization. One student went abroad with a friend where together they gathered data for a comparative study of the teaching techniques of the British and American professors. Another student arranged interviews with a group of London businessmen for his self designed study. One student did research for a senator, another interned in an attorney general's office, and still another spent time working and studying in the Democratic offices in the state capitol building." (Quinn and Sellars; page 32.)

While it is obvious that a cross cultural experience can be related to long range career goals and personal development, general learning often takes precedence. It is possible that career related objectives can be enhanced without diminishing general learning objectives.

Field Experience

New College in Sarasota, Florida, until recently an independent private institution and now a college within the University of South Florida, conducts a broadly based field experience program. In their three year degree program students may take up to four of their nine terms through off-campus field experiences. The types of opportunities available to students vary greatly. Some do standard internships, some take courses at other colleges or universities, some do independent field research, and others travel or involve themselves in cross cultural experiences. Each learning experience is arranged with faculty supervision, has a learning contract, and is dependent on the relevance of the learning activity to the student's program.

The extent to which students utilize field experience varies widely and observers suggest that some students never seem to be on the campus and others never seem to leave it.

Giving the students a large amount of individual autonomy, general individual development, which is the objective of the educational program at New College, is also the objective of the field experience program. Consequently, some of the most

exciting projects undertaken by students have been highly independent. For example, students have organized internship programs for other students, such as one in the inner city of Hoboken, New Jersey. Other students have used their off-campus terms for political involvement; one student campaigned for a seat in the state legislature in New Hampshire and was awarded academic credit for the campaign (she won). Another was awarded credit for serving as a state legislator. Some students travel to Europe or elsewhere in the United States, develop photographic journals, write fiction or reflections on their travels, or work or live in subcultures and social groups other than their own.

Because of the strong liberal arts orientation of New College, the field experience program does not stress career relatedness or career development except as a side benefit of the field experience program. In fact, some have suggested that there is a strongly negative attitude toward relating field experiences to career objectives.

Policy Research Experience

Austin College in Sherman, Texas, conducts a "policy research internship program" which attempts to systematically link the academic aspirations of traditional courses and experience in the community. The program rests on the concept of policy research, which deals with "mapping alternative approaches and with specifying potential differences in the intention, effect, and cost of various action programs." The college argues the close relationship between the world of theory and the world

of action distinguishes policy research from other disciplines: "Policy research involves two acts of translation: translation of the problem from the world of reality and policy into the world of scientific method, and then a translation of the research results back into the world of reality." The point is that the results of policy research are intended to be used in the decision making process. (Williams; page 297.)

The policy research exercises are designed to help students "manipulate modern research skills, must have grounding in a discipline, must understand the societal context and the societal processes associated with an issue, and must exercise ethical judgment concerning the causes and possible solutions to the problem." Policy research programs are interdisciplinary, drawing together students and faculty from a number of areas. Most importantly, to ensure that the student's work is useful, they "contract" with an agency in the community to develop solutions to particular local problems. (Williams; page 299.)

To quote from an example cited by the director of the program, "...it might be possible for a student policy research group to work with a local school district in deciding whether or not to create a sex education program. Other examples come readily to mind -- investigating the need for a day care center in association with a welfare agency or perhaps working with the city on pros and cons of establishing a local recycling center. Each of these involves questions of profound intellectual merit and all are complicated policy questions. By applying the policy research method and by using a contracting agent

which will both contribute to and possibly utilize the groups findings, the students will have effectively put their education to use." (Williams; page 300)

The specific objectives of the policy research program are as follows:

1. To create an educational environment in which students use their critical faculties in analyzing, formulating, and evaluating policy alternatives and their consequences.

2. To assist students in applying techniques acquired in a liberal arts education to the study of contemporary social issues. These techniques include not only modern research skills but the analysis of the ethical bases on which policy is or should be based.

3. To provide a link with the community beyond Austin College so that students will acquire some working knowledge of an experience in decision-making in the broader social system.

4. To develop students skills in working with groups in a cooperative, largely self-directed manner. Associated with this objective is the desire to bring together in a creative fashion the perspectives and the skills of various disciplines in the solution of specific social problems. (Williams; pages 301-302.)

Although heavily academic in orientation and more academically structured than many of the other examples policy research holds promise for involving large number of students in "real world" experience when full time involvement is impractical. With some modification the policy research approach could be applied directly to career choice through the addition of counseling and career guidance features.

Career Related Experiential Education

The Office for Experiential Programs and Life/Work Planning at Davidson College provides an example of a full scale attempt to integrate experience with sophisticated personal development

and/or career planning processes (although the word career is rarely used in the Davidson program). The objectives of the program are to "make available to students a variety of means to define themselves and to plan their own futures, to make available the use of various off-campus opportunities, to provide information on short term programs and life time possibilities."

At Davidson (with an enrollment of 1300), approximately one quarter of the students participate in the activities of this office each year. Students undertake a variety of activities. Some spend the spring vacation with alumni exploring all aspects of their careers. In another case a group of 10 students traveled to Atlanta for three weeks to study urban public education and write a paper on its problems. Other students are sent to talk with individuals about particular vocations. Students might also undertake longer term experiences, such as teaching in Kenya or working in a food processing plant in Jamica. The office has the ability to grant students a leave of absence, so the college faculty's reluctance to grant academic credit is overcome.

In addition to these experience based career exploration activities, students also participate in "life/work planning" through seminars that deal with what Davidson calls "centering and venturing." These seminars and other sessions help students focus on what kind of individuals they are and what they want to get out of life. As a result, student experiences are undertaken with specific purposes not always related to a specific academic disciplines but always hinged on personal growth and insight.

While the program tries to integrate both academic goals and personal development goals, the emphasis tends to be on the latter.

III.

Critical Issues for Experiential Education

This section deals with critical issues facing experiential education and provides the rationale for the recommendations which follow. Generally, these issues can be divided into those primarily related to or effecting the academic community, and those related to general societal or economic factors and the nature of work.

Academic Issues

Experiential education as it relates to career education is primarily an academic activity. Despite discussions of community service, attacks on unemployment or underemployment, national youth service or other apparently non-academic issues, as long as young people of school age are involved, and as long as the majority of these young people are involved in some kind of educational endeavor, the issues raised by educators concerning experiential education will be crucial to successful program development.

If successful transition from education to work, career education, or reduced apathy and alienation are our goals, the success is dependent upon the integration of experiential education into basically "academic" activities. The success of career education in post-secondary education may, therefore (if the relationships between career education and experiential education are as close as I assume they are) be dependent upon the success of experiential education. The respectability, effectiveness, scope and comprehensiveness of experiential education in post-secondary education are vital to effective career education in that sphere. No matter how broadly conceived the goals of such programs, colleges and universities will continue to provide education as their primary

objective. Other activities must, therefore, be made compatible.

Experiential education has been prominent in recent discussions of reform in higher education. Since the late sixties a host of new educational programs have been developed. Discussions of needed "diversity" in higher education has focused on competency based curricula, assistance for the so-called "new learners," increasing the options available for individualized student needs, developmental programs, career education, and external degree programs. However, a central theme emerges from all of these issues: the relationships between work and education must be re-examined and more effectively articulated.

Especially pertinent to experiential education are two important studies, James Coleman's Youth: Transition to Adulthood and Willard Wirtz's The Boundless Resource: A Prospectus for Education/Work Policy. Youth: Transition to Adulthood argues that schools do not provide the appropriate environment for all of the developmental needs of young people. The report says:

> At their best, schools equip students with cognitive and non-cognitive skills relevant to their occupational futures, with knowledge of some portion of civilization's cultural heritage, and with a taste for acquiring more such skills and knowledge. They do not provide extensive opportunity for managing one's affairs, they seldom encourage concentration on a single activity, and they are inappropriate settings for nearly all objectives involving responsibilities that affect others. Insofar as these other objectives are important for the transition to adulthood, and we believe they are, schools act to retard youth in this transition by monopolizing their time for the narrow objectives that schools have. (Coleman, 1973; page 146).

In other words, the curriculum is "knowledge rich and action poor." Coleman's report goes on to recommend greater attention for community based learning activities, the increased use of cooperative education, internships and volunteerism, more integration between

age groups, and the development of closer ties between educational institutions and the community so that the community resources might be better utilized for work and service activities.

A more recent study by Willard Wirtz, former Secretary of Labor, and now president of the National Manpower Institute, looks at the policy implications of the Coleman report as well as at other issues, such as "underemployment." In The Boundless Resource, Wirtz argues that existing avenues between education and work neither deal with the developmental needs of youth nor adequately affect persons traditionally bypassed by the labor market. Because of inadequate manpower forecasting and planning, communities have not effectively developed manpower systems which either contribute to the economy or encourage a healthy attitude toward involvement in community activities. The Manpower Institute recommends the creation of "community-education-work councils," through which educational institutions would move students in and out of the community to explore career opportunities and contribute needed services. These "councils" would also create processes allowing employees and citizens to participate more completely in educational programs.

Before another forum (the Democratic National Platform Committee, Newport, Rhode Island, April 3, 1976), Stephen K. Bailey, vice president of the American Council on Education, put the current problem in another way:

> America is in danger of turning off and tuning out its more precious resource: its young people. An anxious generation of adolescents and young adults is growing up in a society that tells them it has only limited need for them, a grossly inadequate number of jobs for them, and an indistinct formulation of what they can aspire to in their future lives. [The absence of a youth policy]...is killing

> the natural idealism of our young people, depriving them not only of a vigor and a vision it desperately needs, and consigning millions of our future citizens to a dreary sense of uselessness and purposelessness. A more despiriting beginning of our third century as a nation is hard to conceive. (Bailey; page 1).

These discussions, and the development of several highly visible federal programs, such as career education, are also part of a debate over the "usefulness" of education. The general lines of this debate are well known and may soon subside, but it has been nonetheless intense. The widely quoted comments of former Commissioner of Education T. H. Bell sum up the arguments often used by local and state officials attesting to the same point. Bell said

> I feel that the college that devotes itself totally and unequivocally to the liberal arts today is just kidding itself. Today we in education must recognize that it is our duty to provide our students also with available skills... . As I see it... education is preparation for life, and living without meaningful work is just not living life to its full meaning and purpose. (T. H. Bell; 1975).

Bell's comments brought widespread reaction, including one from Robert L. Goldwin, special consultant to President Ford for education, who argued that the skills an individual needs are not solely those related to performing a particular job. Goldwin identified analytical thinking, experimentation, and the ability to deal with broad issues constructively as necessary "liberal skills" which might bear only a tangential relationship to "jobs." (Goldwin; 1975).

The increased conviction that young people are "learning rich and action poor," and the debate over the usefulness of education, highlight the central issues posed by experiential education for the academic community. Academicians who feel they face a voca-

tional frontal attack on higher education as a developer of humane values and the protector of culture and traditions, see experiential education as a potential threat. They counterattack arguing that all of these "threats" are ill conceived. They sometimes close their minds to the compatibility of experiential education (or career education) with traditional goals of higher education, or inhospitable to demands for career related education and preparation for work.

While experiential education is well established in work preparatory educational fields and professional schools, it will not be solidly fixed until it is accepted as a valid pedagogical approach for liberal arts and general education. Upon this acceptance, career related objectives will be easier to accomplish and students will be able to take full advantage of the opportunities for career exploration, career counseling, and for developing a personally satisfying attitude toward work.

One of the chief concerns then, is reconciling experiential education with traditional educational objectives. To be avoided are images of overzealous "vocationalism," or the narrow image "career education" conjures up in many academic minds. It must be argued that experiential education (as an instructional device) can help the student more effectively pursue a liberal arts education. There are some aspects of liberal arts instruction (for example, those dealing with values and matters of human judgment) which are difficult for many students to understand through lectures or reading materials. In the study of history, for example, the intricacies of political maneuvering or the importance of bureaucractic detail may seem overly pedantic and inconsequential. In

fact, of course, they often are inconsequential to a real purpose of instruction in history, that of sharpening analytical skills and understanding events. This "understanding," however, is blocked when a student is bogged down and confused by the detail surrounding the instruction. It might be more effective for the student to have a direct experience in the bureaucractic or political arena simultaneous with exploring the subject intellectually through traditional processes. Each student should have a personal experience with the subject matter, be forced to deal with a bureaucractically intricate problem, and become appreciative of the detail he or she considers extraneous to the subject. The need for analysis, reflection and the ability to organize information in systematic patterns need not be diminshed and the goals of liberal arts instruction not threatened. On the contrary, students who have a personal experience with decision making, and hence historical processes, should be more able to assimilate detailed information into synthesis.

If the mutually supportive relationship between experiential education and traditional education goals is accepted by academicians, the full relationships between higher education, experiential education, and career education can be developed.

A second issue vital to higher education concerns academic control versus non-academic control of experiential education. The recurring question is whether educators will continue to oversee an aggressive educative process when students are involved in community service or other types of experiential education. In effective balance, individuals and institutions in the community, non-educators, should recognize the necessity of reflection, and

educators should recognize that education does not take place solely within colleges and universities. Unfortunately, the utility of this broad vision is constantly challenged by reality.

One of the boldest and most innovative federally supported experiential education programs, University Year for ACTION, constantly engenders tension between community and educational institutions. University Year for ACTION provides grants to educational institutions to place students in "service-learning" volunteer positions for one full calendar year with full academic credit. University Year for ACTION argues that through the program educational institutions can make significant social contributions and students can participate in educational community service work without interrupting their academic careers. In requiring full academic credit, however, ACTION relys heavily on the cooperation and largesse of the institutions. Sometimes, as if not recognizing the need for cooperation, ACTION officials are almost openly hostile to the needs of educational institutions. In response to college or university requests for flexibility in academic programming, ACTION's frequent response is "We're not an educational agency, we're an anti-poverty agency." By washing its hands of concern for educational needs, ACTION may alienate educational institutions.

The cooperation among institutions necessary for experiential education is often frustrated by inability to recognize all needs. An effective bridge between education and work is then impossible.

There are several academic issues which are largely internal to educational institutions and not appropriate for detailed discussion in this report. These include the effectiveness of

academic supervision, awarding academic credit (including the amounts and nature of that credit), and appropriate compensation for faculty who supervise students, rarely part of the academic load. While there is a continual need to assist institutions in developing educationally valid experiential programs through the provision of information, advice, technical assistance, and in some cases resources, this is not necessarily a role which can be fulfilled by the federal government.

However, one such internal issue, evaluation, clearly has national implications. Faculty consistently ask how one evaluates what a student learns from an experiential education activity, as if we know what a student learns through other processes. Considering the state of evaluation in post-secondary education, the need to evaluate learning which cannot be measured by the traditional testing processes is especially perplexing.

Illustrative of the potential response to the need for evaluation has been the Cooperative Assessment Experiential Learning project (CAEL) under the aegis of the Educational Testing Service. With several large grants (from the Carnegie Corporation, The Lilly Endowment, and the Fund for Improvement in Post-Secondary Education) CAEL has concentrated the activities of the ETS staff and member institutions on developing approaches to assessing experiential learning and disseminating this information. Although the energies of the CAEL project have been aimed primarily at assessing experience accumulated prior to enrollment and translating this learning into academic credit, often in external degree programs, the model has drawn attention to the issue and stimulated thoughtful consideration of the problems. The fact that the project is sponsored

by the Educational Testing Service, has major foundation support, high visibility, and the involvement of many reputable figures in higher education, has given it instant respectability not available to other programs.

Although the CAEL project has not solved all the problems of evaluation, it is illustrative of the kind of attention which must be devoted to academic concerns about the legitimacy of experiential education.

Additional research is also needed. Almost nothing is known about the precise relationships between experiential education and the development of career-commitment. Although it is often assumed that experiential education has great value for introducing students to a range of career choices, for enhancing satisfaction with career goals, for reducing undergraduate attrition, and for amplifying satisfaction with post-graduation careers, there is virtually no empirical support for these claims. Institutions exploring the potential of experiential education need this evidence, not only to decide whether to initiate programs but to determine what types of programs are most effective.

As an example, it is possible that a student firmly commited to a career by their choice of undergraduate major, who participates in a work experience in that area, may be inadequately prepared for flexible career choice (or career changes). Should the student have more than one experience? If so how many are optimal? Is there evidence to support this proposition?

As an another example, we know little about the optimal time (in the undergraduate career) for high impact from a field experience. Will career related objectives be effected more by

a freshman year experience or a senior experience? Would it be appropriate to match other characteristics, such as developmental stages, with a work or service experience with suitable levels of responsibility?

A fourth issue in the academic sector is that of the appropriateness of financial compensation for students participating in experiential education activities. As the typology above shows, some programs, such as cooperative education, have strong financial aid implications and students are compensated commensurate with their capabilities. Other experiential education activities, such as many field experiences and internships, stress the educational advantages of experience and financial implications are diminished. But whether or not a student receives financial compensation does not seem to have a significant effect on the educational impact of the activity. While some argue that a student will "be taken more seriously" if paid, and others argue that "if the student is paid the agency will take advantage of him," there is no evidence that in either circumstance, paid or voluntary, the student cannot be "used" or ignored.

Often educators argue that a student should receive either academic credit (and hence academic supervision) or pay, but that receiving both is a form of "double compensation." In part this argument seems to have developed out of traditions of several academic disciplines (such as social work) but is often more related to market conditions, such as whether payment is available, and out of the history of the federal work-study program which until recently prohibited the award of credit, than on any well

founded pedagogical belief. No educator will argue that academic credit is "compensation" - it's simply not and never was. Although there are some reasons which make the pay questions an important one (student needs, for example) and it often determines the ability of students to take part in experiential education activities, it doesn't have relevance to educational purposes.

But student financial need, which may make it impossible for many students to participate in these activities, should be a continuing concern. A more flexible work-study program, increased community support, and federal and state responses such as University Year for ACTION, are needed to provide adequate activities to all young people who need them.

The appropriate interfaces between experiential education programs and career education comprise a fifth issue. Many experiential education programs are directly related to career skill development. Most often these are in the most career related disciplines, the professional schools, vocational education, and technical fields. In these programs "hands on" experience is a primary pedagogical approach to training for a particular activity. "Hands on" experience is one of the simplest objectives to accomplish and an easy one for threatened liberal arts disciplines to adopt. As the unemployment of college graduates has increased, liberal arts interest in preparing all students for jobs and enhancing their employability has also increased. Hence, departments such as classics have looked toward experiential education assignments in museums to provide their graduates career alternatives to college teaching: museum management positions.

Yet to be developed are more comprehensive career related

aspects of experiential education. How can experiences help students make effective career choices? (Suggesting that a student should have more than one experience to sample the number of career areas and determine which might be most satisfactory.) How can experiential education help the student gauge potential for success in a career, not only in terms of mobility on a career ladder but in terms of long range satisfaction? (The student needs to be given the equipment for asking the right questions and to reflect upon the answers with someone outside of the work experience.) How can a student use one experiential education activity to generalize about other work experiences? How can a student learn to develop a field experience or cross cultural experience into one with potential as career preparation? For example, should students produce a "product" as the result of these experiences, such as a publication, as graphic evidence of accomplishment, or should they be encouraged to meet and talk with people in various occupational areas and assess the results of those conversations without having actually participated in the work itself?

Although many educational institutions equate experiential education and "career education," and develop simple relationships between experiences and careers (assuming for example, that an internship makes a student more competitive on the job market) there is a need for a more informed and sophisticated approach to these relationships. The notions and approaches in the Davidson College model above, for example, need to be more fully developed and the improved techniques of career and life planning need to be applied to experiential education.

Limited Opportunities and the World of Work

There is general agreement that there are not enough work experience opportunities available for the students who could benefit from them. While both the Coleman report (Youth: Transition to Adulthood) and The Boundless Resource substantiate the inadequate opportunities for young people to interact in the adult world in work and community service, the current concern over the unemployment of college graduates (see "World wide job crisis faces university graduates," Chronicle of Higher Education, September 27, 1976) is forcing institutions to rethink curricula and consider experience as part of instructional processes. Whether the unemployment phenomenon is a result of a major shift in employer needs, or a temporary reaction to a world-wide recession is unclear. But the reaction has been the demand that all students be given the opportunity to participate in some kind of work experience to make them more employable and more competitive in the job market. Ironically, it should also be assumed that if university graduates cannot find employment, giving all students some kind of work experience will eventually reach the point of diminishing returns if an objective is to make them all employable in highly competitive fields. There will always be a bottom half.

However, since the society is not even close to reaching this saturation point, we must consider how more opportunities for young people can be developed. Several reactions are possible: modifications in the federal work-study program, national youth service, community service internship programs and expanded volunteerism.

It has been argued that the federal work-study program should

encourage more work off campus of a more substantive and career related nature. The need for this change has been argued by reports prepared for the Office of Education by the Bureau of Applied Social Research at Columbia University (quoted in "The Future of the College Work Study Program and Public and Community Service" a conference report prepared by the Project for Service-Learning of the American Association of Community and Junior Colleges, 1975). This study found that the dominant use of work study funds is for on campus employment with limited relationship to academic programs. The report shows that:

1) Only 11.1% of work-study jobs are off campus, 71.1% of students working off campus had high job satisfaction.
2) One third of the institutions which have work-study funds have no off campus jobs.
3) Almost 40% of public and private two year institutions have no off campus work programs.
4) Thirty-seven percent of private four year institutions have no off campus work programs.
5) Only 25% of on campus jobs relate to student's academic majors; 50% of off campus jobs related to the student's major.
6) Only 15% of the students receiving work study funds work as community, research, government or teaching aids.
7) Sixty-three percent of the college work-study students are employed in clerical jobs and in positions as security, maintenance, food service or hospital aids.

On the other hand, 75% of the institutions using work-study

funds off campus found the program highly successful. They contend that it not only increases the educational advantages to the student, but that it improved the institution's image in the community.

How can the expanded use of work-study in off campus, educationally related, activities be encouraged? There are numerous approaches. A dramatic experiment has been the development of statewide programs (Pennsylvania, Massachusetts, Virginia, and North Carolina) which pool work-study resources to develop college work-study placements off campus. One of these, the PACE (Plan Assisting College Education) program in North Carolina is typical of a statewide model. Approximately 1600 students were placed through this program during the summer of 1974. Some of these students were in state government, most were in local, public or private non-profit agencies or organizations in the student's home community. By pooling work-study funds from many institutions, and by utilizing a sliding scale of agency matching funds (as opposed to a strict 80% Federal - 20% agency requirement), to a number and variety of placement possibilities has been greatly expanded.

Another example is the Urban Corps. Through the Urban Corps college students, institutions of higher education, and a consortium of administrative and monetary resources have been gathered together to form 37 programs which involve approximately 10,000 students. The Urban Corps contracts with colleges and universities and obtains a large number of community interns by paying the employers 20% matching salary share from a budget for that purpose or from the budgets of participating agencies. Students work during vacation periods or part-time during the school year and perform a variety of activities including legal research, fiscal planning, teaching

adolescent prisoners, mannning air pollution monitoring stations, and working in city managers' offices. Assignments are tailored to the student's interests, academic major, and qualifications. In addition, most Urban Corps programs offer more formal education components: seminars on urban issues, interagency dialogue among urban corps students, or credit courses.

In addition to the need to expand the kinds of activities available to work-study students, there is also a need to encourage financial aid offices to consider the importance of academic supervision for enhancing the benefits of work experience. Although no data is available, there is no doubt many (probably more than half) institutions will not allow a student to receive both college work-study funds and academic credit.

But because work-study is primarily a financial aid program its impact on educational and career development will always be limited. Consequently, there is a need to expand opportunities for students to serve in other paid and non-paid community service activities. The development of state and community sponsored internship programs, in many cases designed to meet local manpower needs but at the same time providing career related work experience, is necessary. These programs are growing and as has been argued by several national study groups (for example, the National Commission for Manpower Policy, "From School to Work: Improving the Transition") long term program impact should be further examined.

However, simply placing students in community service activities is only one facet of a larger issue. The nature of the transition between education and work and the way this transition is viewed by communities should be the primary concern. This need

has several components: limited and, in some cases, non-existent manpower planning programs which relate educational programs to manpower needs; a limited understanding of the broad purposes of higher education and the subsequent development of personnel systems which measure educational attainment appropriate to particular jobs; the limited ability of both young people and old people to move into a labor force designed for people between the ages of 25 and 55; the inability of unemployment relief programs to provide services beyond stop-gap or short term solutions; and the general misunderstandings that many young people have about the nature of careers and their potential for finding satisfactory employment. While it is not difficult to convince local or state government officials that a limited number of students should participate in internship programs, especially if those students have outstanding skills and capabilities corresponding to community needs, it is another matter to convince them to adopt a comprehensive youth policy.

Recognizing the breadth of these problems, the National League of Cities/United States Conference of Mayors has argued that economic conditions are not the only cause. On the contrary, fundamental inabilities must be addressed. Their "Youth Policy Position Paper" states:

> However, the economic problems affecting youth are an outgrowth of problems fundamentally linked to the inability of our major institutions to rearrange their priorities to accommodate youth, their values, and their needs:
>
> - Currently youth are insufficiently prepared during the school years for productive and satisfying work roles. Young people perceive that there is increasingly little correlation between education and a decent job.

- Youth have limited access to work and service experiences which afford productive earning and learning opportunities.

- Sufficient resources to meet special sector needs, e.g., the problems of female youth, status offenses, runaways, and youth rights, have not been allocated.

- Measurement tools for determining the learning and skill needs of youth are underused, and reliable career and training information on present and projected manpower needs have not been adequately disseminated.

> Too often, we have taken a patchwork approach to youth problems. While the work ethic is accepted as a fundamental ingredient to the functioning of this society, young Americans are denied access to productive work roles. The urgency to finding solutions requires efforts which give top priority to a role for youth in this society and to full mobilization of our national resources to accomplish it. (National League of Cities/ United States Conference of Mayors; pages 1-2.)

As a result of the breadth of the problem, the "community education work council" elaborated upon in The Boundless Resource is becoming attractive to both educational institutions and concerned communities. Through such councils interested individuals in the community, those concerned that many young peole are ineffectively served by the manpower or education systems, would develop broad local solutions. For example, juvenile delinquency and vandalism may be a significant local problem, but its relationship to the manpower and educational systems is often not carefully considered. The thesis of the community educational work council might be that delinquency could be diminished through effective manpower and work experience programs. In addition, benefits might accrue to the community by opening the educational process to other individuals, such as senior citizens or individuals in the midst of changing careers.

A third approach to expanding opportunity which has historically been considered in alternating cycles of intensity is some

form of national youth service. Based on the success of youth service programs in other countries, declining employment opportunities for youth, and an increase in apathy and alienation, the concept of national youth service has been revived. The most dramatic of these recent efforts has been that of the Eleanor Roosevelt Institute (see Appendix I). Citing the need to provide youths with "an opportunity to serve their communities and their fellow man," and the fact that "joblessness for those under 21 will continue at abnormally high rates" the Institute calls for a "new, imaginative and broad ranging pledge to our young people." The Institute proposes the establishment of a national youth service program as a "regular and ongoing part of America's national commitment to its young people." "Such a program shall be financed and administered on a joint federal-local basis; that it invite the largest measure of local initiative and youth participation; that it consolidate all federal youth service projects; that it be a voluntary program but subject to a national youth registration that will ensure that every young person is offered counseling and information on the opportunities for education, service, and training available to them." The Institute goes on: "We propose a program that will bring the world of work and the institutions of education and community services closer together -- opportunities that will give young people the sense that they are both valued and needed and that they are being welcomed into the world of adulthood and responsibility."

The concept of national youth service, possible expansions of the federal work-study program, and the demands of various commissions that every young person be provided with some kind of

meaningful work experience raise substantial questions. In the first place, it is clear that such programs must tie local needs to the interests of young people in a particular area. Consequently, it might be most appropriate to operate youth programs on a state-wide or local basis, rather than in a nationally focused program. In this way local needs would be met by the coordination of local manpower, job, career opportunities and educational processes. In some cases federal unemployment programs, (such as CETA) provide little more than short term job relief to young people and foster negative attitudes toward work. Properly coordinated, these programs could provide counseling, educational programs, and other activities to help young people develop healthy attitudes toward themselves and toward the personal meaning of work to them.

Simply providing work experiences to students, designed to expose them to work or to train them for a particular career or professional activity is a limited objective. Beyond this purpose, it should be argued that the opportunity presented by experiential education is one of enhancing the individual's concept of his or her role as participant in the society, or as a citizen. Such an approach might draw distinctions between "job" and "work," endowing the former primarily with the economic aspects (how one makes a living) and the latter, "work," with the attributes of commitment, service to fellow man and to community, and integration with life purposes. Through work activities undertaken by many young people in the fortunate condition of not having to support themselves, and through proper integration with other educational and counseling services, positive attitudes toward service can be developed.

The Disadvantaged Student

Parallel with the arguments for "career education," proponents of experiential education have argued that experience as a pedagogical device may be highly beneficial to students sometimes labeled "disadvantaged." These students, without personal or family orientations which internalize the value of education, and psychologically more inclined to learn from daily activities (such as repairing cars) may find it difficult to respond to a higher education mode developed primarily for the middle class. This mode contends that abstractions precedes application, and in the fashion of most college programs constructs curricula with lectures and seminars considered applicable when a student leaves the institution. Contrary to this approach, Ralph Tyler and James Coleman have argued that many students simply don't learn this way. Instead they are attuned to the practical, and although they may learn readily, they may be unaccustomed to generalizing from their experiences. Consequently, to make "generalization" more acceptable to these students application should precede it. An example of this approach might be found in the instruction in English. Given the possibility a student might not feel that writing was an important skill, a work experience forcing the student to write might bring the realization that developing writing skills through college English classes is of considerable importance.

The full implications of this argument have not been seriously considered and the research is scarce. Experiential education programs are most easily developed for students with strong and identifiable skills. Successful students can articulate their

goals to a perspective employer, demonstrate past academic accomplishments, show success in other areas of endeavor such as extracurricular activities, and will obviously be an asset to the employer's organization. Consequently, many experiential education activities are most beneficial to students who need them least, those students who already possess many of the qualifications sought by employers. Students with more limited backgrounds and those who have not been successful in their academic careers find it more difficult to locate suitable work experience.

The disadvantaged youth is consequently caught in a vicious circle. They often do not have a positive attitude toward themselves and their academic work because of repeated failures. As a result, they are barred from the opportunity to accomplish in the world of work, and are not given the opportunity to achieve. Neither their academic nor work potential is fully developed. As a result programs which provide opportunities for all students, including the "disadvantaged," require exceptional resources and effort. Employers must be convinced that it is a worthwhile social function to utilize students who may not seem initially to be of exceptional quality. Time is required to work with these employers, to interest them in such programs and to help them deal with its demands upon their time. Exceptional support services for these students are demanded of educational institutions. These include the time required to place the students, orientation programs to prepare them for new roles, and financial aid for the exceptional costs the student may face in the work program (such as additions to a wardrobe or transportation), and academic and counseling sources. In other words, institutions must deal with students

who normally would not be participating in independent learning activities, much less experiential education.

Consequently, programs of this nature have not been adequately developed and experimentation has been minimal. (Some of the best examples of this type of activity are found in the Urban Corps.) Little research is available to indicate what support services are most appropriate, how the work experience affects these students, and what the cost effectiveness of such programs is. Whether or not institutions of post-secondary education can or should devote limited resources to this kind of activity is debatable. Most likely institutions will not be able to utilize existing resources for these purposes and will have to look to either state or federal assistance. But it may be necessary to develop such programs if the movements toward providing opportunities for all students, national youth service, or an expansion of educationally related federal work study programs proceeds.

IV.

Recommendations

1. A comprehensive national youth policy should be developed with the highest level federal support. In addition to providing youths with an equitable share of society's resources and attention, such a policy should consider work experience and experiential education as essential ingredients in a successful transition between education and work.

2. A "national youth commission" should be established to develop a national youth policy and to coordinate existing federal work experience programs. Existing programs of the Civil Service Commission, Department of Labor, and Department of Health, Education and Welfare, among others, should be coordinated to ensure effective long range planning and to avoid unnecessary conflicts, inefficiency and confusion.

3. A "national youth service" program designed to effect the school-to-work transition and to encourage positive attitudes toward citizenship and service should developed. Such a program part of a "national youth policy" (above) and local community-education-work councils (below) to ensure maximum impact on local and articulation with educational goals.

4. Local "community-education-work councils" which address the problems of the transition between education and work should be encouraged. Such councils should draw upon local interests, such as educational institutions, labor, social service agencies, and the business community, for support and direction. Federal level youth efforts, such as those of the Department of Labor, Office of Education, and other offices within the Department of Health, Education and Welfare, should find such councils

helpful in accomplishing their missions.

5. To test widely held assumptions about the above linkages between experiential education and career preparation, empirical evidence based on solid research at the post-secondary level is needed. The hypotheses that experiential education enhances the ability to make effective career choices, to formulate personally satisfying career and life goals, to cope with and profit from the traditional educational processes, and to amplify success in post-graduate careers should be tested by research.

6. Because traditional academic objectives must be met by experiential education research is needed to determine its effectiveness as an instructional device. Such research must explore the ability of students in work experiences to analyze complex issues, to relate this analysis to public policy, to retain knowledge, and to generalize from one experience to many experiences. It should also consider the impact of experiential education on student participation in community affairs and other activities of citizenship after the formal education is completed through longitudinal studies.

7. The hypothesis that work experience is highly beneficial to the so-called disadvantaged student must be carefully tested. Such research should ask whether improved academic performance, constructive involvement in the society, and decreased attrition, frustration and alienation can be accomplished by experiential education techniques.

8. To enlarge the number of work and service opportunities available to post-secondary students the federal government as an employer and as a source of grants and contracts should be

encouraged to make additional opportunities available. A high priority of a national youth commission should be to encourage federal agencies, particularly at the regional and local level, to provide meaningful and substantial work activities for students.

Provisions should also be made to utilize young people in these projects. Such an outcome might be achieved through new requirements in the A-95 review process or the legislative provisions for individual programs.

9. The concept of the "G.I. Bill for Community Service," which would provide educational vouchers for community service activities, should be revived. Such a program, in order to win the support of the entire educational community, should incorporate provisions for educational support services and interaction between participants and educational institutions at the outset.

10. The success of career education in the more traditional educational institutions might require a modification in terminology. Post-secondary educators see the term "career education" associated primarily with K-12 activities. New language, stressing life planning, development, or the integration of service, contribution, work and job, should be adopted by federal planners and should replace "career education" as a program description; the basic philosophy and objectives of "career education" need not be changed markedly.

11. The federal work-study program should be modified to encourage more community-service or other off campus work; a stronger relationship between participating students' career

goals, academic programs, and work assignments should be articulated. The potential of work-study as one aspect of a national youth policy and/or national youth service program should be explored.

12. The ACTION agency should be encouraged to develop more service-learning programs effecting the career and educational aspirations of young people. ACTION needs to be encouraged to relate its programs more closely to the needs of youth and to the aims of educational institutions serving these youths, while not being inconsistent with their anti-poverty mandate.

13. The involvement of young people in volunteer service, either through existing agencies such as ACTION or through the expansion of the capacity of volunteer agencies elsewhere should be expanded.

14. Programs providing local initiative opportunities for youth service should be encouraged. Some of these programs now exist, such as the Program for Local Service administered by ACTION. Other models for youth service, such as the Canadian Opportunities for Youth program, which provides the autonomy necessary for students to explore career or personal goals while providing service with a minimum of bureaucratic intervention and overhead, should be investigated.

15. "Dropping out" of the educational process for a fixed period of time prior to enrollment in post-secondary educational activity should be encouraged. Activities during this "drop out" period, such as community service which is attractive to young people, substantive and productive, should be provided by the federal government.

16. The federal cooperative education program (Title IV-D) should be modified to encourage more flexibility in programming and the involvement of more non-professional students. Specifically, this would mean a dropping the restriction to "alternating" experiences, encouraging increased part-time and short term involvement, and emphasis on non-paying experiences.

17. Federal agency's which focus on the problems of particular constituencies (such as the Women's Bureau in the Department of Labor) should explore the potential of experiential education for the career preparation of their constituencies.

18. Through program development efforts local governments (state, county and city) should be encouraged to utilize students to meet local manpower needs. Other local participation in community services and the political process through federally sponsored programs should be fostered.

19. Support for non-governmental projects which encourage experiential education and disseminate information about experiential education should be increased. These include, among others, operations such as the National Center for Public Service Internship Programs, the Cooperative Assessment of Experiential Learning, The Cooperative Education Association, and the Society for Field Experience Education. Additional higher education associations should be encouraged to articulate the potential of experience based education for their constituencies.

20. Existing and potential state level efforts to develop experiential education should be encouraged. Organizations such as the Council of State Government, the International City Managers Association, and the National League of Cities should be encouraged to direct efforts toward this objective.

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POLICY STATEMENT ON NATIONAL YOUTH SERVICE

America's youth has demonstrated eagerness for a meaningful work experience, - a responsiveness to programs that give them a chance to strike out on their own, and an opportunity to serve their communities and their fellow men. This has been shown time after time, in the CCC and the NYA, in the Peace Corps, VISTA, ACTION, and the Youth Conservation Corps, under both Democratic and Republican administrations.

It is little short of a national disgrace that 40 years after such successful programs as Franklin D. Roosevelt's Civilian Conservation Corps and the National Youth Administration, whose inspiration was Eleanor Roosevelt, that twenty per cent of our young people should be unemployed, a rate that rises in inner cities to forty per cent. In some inner cities, in fact, fifty per cent of the young blacks are unemployed.

Equally disturbing is the growing consensus among economists and manpower specialists that even with an improvement in the economy, joblessness for those under twenty-one will continue at abnormally high rates. Youth unemployment is not cyclical; it is a product of such factors as technological advance, a vast increase in the youth population, the entry of women in unprecedented numbers into the labor market. It will not go away when the recession fades.

Youth, which should be a time for testing and self-development, a time when work values and habits are formed and strengthened, when service is freely given to ideals which are compelling, is becoming instead a dead end of shrivelled hopes, diminished self-respect, and desperate ventures into crimes and drugs and into cults and non-religious sects, - phenomena which affect all classes - farm, suburb and inner city ghetto. Corrective and mental institutions are filled to bursting. People live in a state of chronic fear. As long as one out of five youths continue to be doomed to unemployment, and other youth feel their lives to be without purpose, one of America's greatest resources is wasted and spoiled.

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The times call out for a new, imaginative and broad-ranging pledge to our young people. Within a commitment to achieve full employment for all able to work, an added commitment must be made to America's youth so that they will have the opportunity to serve, to learn, to develop skills, and to work.

We propose the establishment of a national youth service, not as a special or emergency program, but as a regular and ongoing part of America's national commitment to its young people. While the basic commitment must be public, the private sector -- including the corporations of America, organized labor, philanthropy, and the churches -- has a significant role to play.

We propose that such a program shall be financed and administered on a joint federal-local basis; that it invite the largest measure of local initiative and youth participation; that it consolidate all federal youth service projects;that it be voluntary but subject to a national youth registration that will ensure that every young person is offered counselling and information on the opportunities for education, service, and training available to them.

We propose that such a federal program shall provide opportunities for education, including education to prepare youth for public service careers. Young people should be encouraged to come forward in service to others -- in urban schools and hospitals, in homes for the elderly and the mentally retarded, in environmental reconstruction in woodlands and ghettos, in a universal program in which every young person wishing to serve may do so.

We propose a program what will provide occupational training and work opportunities that will bring the world of work and the institutions of education and community services closer together -- opportunities that will give young people the sense that they are both valued and needed and that they are being welcomed into the world of adulthood and responsibility.

What better way to memorialize the 200th anniversary of the Declaration of Independence, a document many of whose signatories were young men, than for the great political parties of our country to pledge America's youth the right to the pursuit of happiness through opportunity, learning, and fulfillment.

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